

Message Text

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ACTION EA-09

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-02 PRS-01 SP-02 SS-15 USIA-15 EB-08

DLOS-06 OES-06 DHA-02 AF-08 STR-04 TRSE-00 ACDA-10

EUR-12 /122 W

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R 160715Z MAR 77

FM AMEMBASSY CANBERRA

TO SECSTATE WASHDC 9984

UNCLAS SECTION 1 OF 3 CANBERRA 1793

E.O. 11652 N/A

TAGS: AS

SUBJ: FONMIN PEACOCK'S FOREIGN POLICY ADDRESS

1. BEGIN SUMMARY: ON MARCH 15 FONMIN PEACOCK MADE A WIDE-RANGING ADDRESS IN FEDERAL PARLIAMENT IN WHICH HE INDICATED THAT AUSTRALIA WOULD ATTEMPT TO FOLLOW A NEW DIRECTION IN FOREIGN POLICY BASED ON AUSTRALIA'S RICHNESS IN A WORLD OF WANT. HE STRESSED THAT GLOBAL ECONOMIC ISSUES RATHER THAN TRADITIONAL DEFENSE QUESTIONS WOULD DOMINATE AUSTRALIAN POLICY. HE ALSO SAID THAT AUSTRALIA WOULD BE HAPPY TO GO ALONG WITH THE NEW LOOK U.S. FOREIGN POLICY OF PRESIDENT CARTER, INCLUDING GIVING IMPORTANCE TO THE MORAL ASPECTS OF POLICY MAKING. ON GLOBAL ISSUES PEACOCK CITED FIVE SUBJECTS OF GREAT IMPORTANCE TO AUSTRALIA: THE NEED TO INSURE A SUCCESSFUL LOS AGREEMENT; THE FUTURE OF AUSTRALIA; THE RESETTLEMENT OF REFUGEES; TRADE CONCESSIONS WITH THIRD WORLD COUNTRIES; AND A NUCLEAR POLICY INCLUDING SATISFACTORY SAFEGUARDS. PEACOCK ALSO SAID AUSTRALIA WAS DETERMINED TO IMPROVE ECONOMIC RELATIONS WITH ASEAN COUNTRIES BUT GRADUALLY; DEPLORED THE QTE RACIST AND TYRANNICAL END QTE AMIN GOVERNMENT IN UGANDA; SAID THE GOA WOULD SEEK MORE REGULAR AND WIDE-RANGING CONSULTATION WITH THE EEC. BECAUSE OF PEACOCK'S IMPENDING VISIT TO WASHINGTON TO MEET THE SECRETARY (MARCH 22-25 WE ARE TRANSMITTING UNCLASSIFIED

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EXTENSIVE EXCERPTS.

BEGIN EXCERPTS:

THE UNITED STATES. THE FIRST THING TO BE SAID ABOUT THEM IS THAT THE UNCERTAINTY ABOUT THE FUTURE COURSE OF AUSTRALIAN POLICY, THE DOUBTS, RESERVATIONS AND ACIMONY WHICH WERE SO

MUCH A FEATURE OF THE PREVIOUS GOVERNMENT'S DEALINGS WITH THE UNITED STATES, HAVE BEEN REMOVED. WE PURSUE AUSTRALIA'S INTERESTS, EXPRESS OUR DISAGREEMENT WITH AMERICAN POLICY WHERE IT EXISTS, BUT THE FUNDAMENTAL IMPORTANCE ATTACHED TO THE ALLIANCE AND THE GENERAL RELATIONSHIP ARE NO LONGER IN QUESTION. DURING THE LAST YEAR AMERICAN AFFAIRS WERE DOMINATED BY THE PRESIDENTIAL ELECTION. AS THESE ELECTIONS HAVE OFTEN BEEN CRITICISED IN THE PAST FOR THEIR DISRUPTIVE EFFECTS ON AMERICAN PUBLIC LIFE, I THINK IT IS WORTH OBSERVING THAT THIS ONE ESTABLISHED THAT THEY CAN ALSO SERVE THE PURPOSE OF REGENERATION AND RENEWAL. DURING THIS ELECTION THERE WAS A PALPABLE SENSE OF A HEALING OF WOUNDS AND THE RENEWAL OF SELF-CONFIDENCE. THE GOVERNMENT WORKED EFFECTIVELY TO ESTABLISH EARLY CONTACT WITH MR. CARTER, AND WITH MANY WHO HAVE NOW BECOME KEY FIGURES IN HIS ADMINISTRATION, AND WE HAVE ACQUAINTED OURSELVES VERY THOROUGHLY WITH THEIR VIEWS ON FOREIGN POLICY. I NOTE AMONGST OTHER THINGS THE EMPHASIS IN THESE VIEWS ON THE STRENGTHENING OF TIES WITH WELL ESTABLISHED, DEMOCRATIC ALLIES; THE CONCERN WITH FINDING A SECURE MORAL BASIS FOR POLICY AND FOR ENSURING THAT POLICY IS CONSISTENT WITH THE VALUES OF THE AMERICAN PEOPLE; THE STRESS ON HARD HEADED BARGAINING AND RECIPROCITY AS THE BASIS FOR SOUND AND PRODUCTIVE RELATIONS BETWEEN THE SUPER POWERS; AND THE IMPORTANCE GIVEN TO AN ENERGETIC AND IMAGINATIVE RESPONSE TO THOSE GLOBAL PROBLEMS WHICH ARE RIGHTLY IDENTIFIED AS CRUCIAL.

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DLOS-06 OES-06 DHA-02 AF-08 STR-04 TRSE-00 ACDA-10
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AS FAR AS THE LAST OF THESE IS CONCERNED, I WILL MAKE 2 POINTS. FIRST, THE STRIFE AND UNCERTAINTY OF THE LAST FEW YEARS IN AMERICA'S HISTORY SHOULD NOT BE ALLOWED TO OBSCURE THE FACT THAT THE UNITED STATES' CAPACITY FOR CONTRIBUTING

TO THE SOLUTION OF THESE GLOBAL PROBLEMS IS UNPARALLELED. IN TERMS OF ALL THE INGREDIENTS NECESSARY FOR A SOLUTION- FOOD PRODUCTION, TECHNOLOGY, INVESTMENT AND AID CAPACITY, MANAGERIAL AND RESERACH SKILLS, AND, CERTAINLY NOT LEAST, A DEEP, HUMANITARIAN SENSE OF RESPONSIBILITY- THE UNITED STATES IS PRE-EMINENT, AND NO SOLUTION IS CONCEIVABLE WITHOUT ITS SERIOUS COMMITMENT. SECONDLY, FROM OUR GOVERNMENT'S STANDPOINT, THE NEW ADMINISTRATION'S COMMITMENT ON THESE ISSUES GIVES A NEW SIGNIFICANCE TO THE CONCERN, EXPRESSED BY THE PRIME MINISTER AND MYSELF, TO DEVELOP THE AMERICAN ALLIANCE NOT ONLY AS AN INSTRUMENT TO MAKE AUSTRALIA MORE SECURE BUT ALSO AS ONE WHICH, JOINING AS IT DOES TWO OF THE DEMOCRACIES RICHEST IN RESOURCES, CAN MAKE A SIGNIFICANT CONTRIBUTION TO THE SOLUTION OF GLOBAL PROBLEMS. THE GOVERNMENT HAS ALREADY INDICATED TO PRESIDENT CARTER THAT WE SHARE HIS SENSE OF URGENCY AND THAT WE INTEND TO PARTICIPATE ACTIVELY IN THE INERNATION-AL EFFORST TO FIND SOLUTINS TO THESE PROBLEMS.

CHINA

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AS ONE ASPEC OF OUR POLICY HAS BEEN TO STRENGTHEN RELATIONS WITH THE MAJOR DEMOCRACIES, ANOTHER HAS BEEN TO PLACE OUR RE-LATIONS WITH THE MAJOR COMMUNIST COUNTRIES ON A MORE PRAGMATIC, LESS IDEOLOGICAL BASIS.

AGAIN IT FOLLOWS FROM CHANGES IN THE INTERNATIONAL SYSTEM. IN A LESS STATIC, POLARISED AND IDEOLOGICAL WORLD, WE CAN AFFORD TO GIE LESS WEIGHT TO IDEOLOGY AND MORE TO A DISCRIMINATING EVALUATION OF ACTUAL BEHAVIOUR AND CAPABILITIES, AND THEIR RELEVANCE TO US.

OUR CONCERN WITH IMPROVING RELATIONS HAS IN NO WAY IN-HIBITED US FROM TAKING UP MATTERS ON WHICH WE DISAGREE.

THE SECOND POINT IS THAT IN OUR DEALINGS WITH CHIAN WE HAVE TO TAKE INTO ACCOUNT THE ELEMENTS OF UNCERTAINTY IN CHINA'S DOMESTIC AFFAIRS AND THE EFFECTS THESE MAY HAVE ON FOR-EIGN POLICY.

USSR

BECAUSE OF THE REACH OF ITS POWER, ITS FORMIDABLE ABILITY TO INFLUENCE THE COURSE OF EVENTS FAR BEYOND ITS BOUNDARIES AND ABOVE ALL, ITS CAPACITY TO INFLUENCE THE OVERRIDING ISSUES OF PEACE AND WAR, WE HAVE TO PAY CLOSE ATTENTION TO THE SOVIET UNION.

OUR BILATERAL RELATIONS WITH THE SOVIET UNION ARE SOUND, AND WE WISH TOMAKE THEM AS EXTENSIVE AND FRIENDLY

AS POSSIBLE.

AGREEMENTS ON SCIENTIFIC TECHNICAL AND CULTURAL COOPERATION ARE BEING ACTIVELY IMPLEMENTED.

AUSTRALIA HAS RECENTLY SUBSTANTIALLY INCREASED SALES OF BEEF AND MKTTON TO THE SOVIET UNION, AND BOTH COUNTRIES ARE ACTIVELY PROMOTING TRADE WITH EACH OTHER.

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WE HOPE THAT THE DEGREE OF TRADE IMBALANCE THAT NOW EXISTS CAN BE CORRECTED OVERTIME.

THERE IS, THEREFORE, LITTLE IN OUR BILATERAL RELATIONSHIP WHICH CAUSES THE AUSTRALIAN GOVERNMENT CONCERN.

WHAT DOES CONCERN US AND WHAT WE HAVE FELT OBLIGED TO DRAW TO PUBLIC ATTENTION IS THE EXTENT AND THE IMPLICATIONS OF THE SOVIET ARMS BUILD-UP IN RECENT YEARS.

THAT BUIDL-UP THREATENS TO DESTABILISE THE FUNDAMENTAL STRATEGIC BLAANCE. IF IT CONTINUES IT WILL LEAVE OTHERS IN THE POSITION OF EITHER HAVING TO MATCH THE SOVIET EFFORT, CAUSING A STEEP UPWARD SPIRAL IN THE ARMS RACE, OR OF ACQUIESCING IN SOVIET SUPERORITY.

IN EITHERCASE THE PEACE OF THE WORLD WILL BE THREATENED IN THE PAST 10 YEARS THE SOVIET UNION HAS: FIRST, CLOSED THE STRATEGIC NUCLEAR GAP BETWEEN THE UNITED STATES AND ITSELF; SECOND, SUBSTANTIALLY CLOSED THE NAVAL GAP BETWEEN THE UNITED STATES AND ITSELF; AND THIRD RAPIDLY WIDENED THE GAP IN CONVENTIONAL LAND FORCES IN ITS FAVOR.

HAVING DONE THIS IT CONTINUES TO OUTSPEND THE UNITED STATES IN ITS ARM PROGRAMMES AND SHOWS NO SIGN OF LETTING UP.

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INDIAN OCEAN

THE GOA'S POLICY IS BASED ON THE PREMISE THAT IT CAN ONLY BECOME A ZONE OF PEACE IF IT FIRST BECOMES A ZONE OF BALANCE. OUR CONCERN, REPEATEDLY STATED, IS THAT THIS BALANCE BE ACHIEVED AT THE LOWEST PRACTICABLE LEVEL. WE SUPPORT AN AMERICAN PRESENCE AT A LEVEL SUFFICIENT TO MAINTAIN A BALANCE AND WE NEITHER SEEK NOR URGE A GREATER CAPABILITY. THE UNITED STATES FOR ITS PART IS COMMITTED TO A POLICY OF RESTRAINT AND THE NEW ADMINISTRATION HAS SIGNALLED SINCE IT TOOK OFFICE THAT IT WOULD BE INTERESTED IN NEGOTIATING A BILATERAL ARMS LIMITATION AGREEMENT WITH THE SOVIET UNION ON THE INDIAN OCEAN. PRESIDENT CARTER LAST WEEK CONFIRMED THIS. IT IS, OF COURSE, EARLY DAYS YET TO JUDGE WHAT THE PROSPECTS ARE FOR SUCH NEGOTIATIONS.

WE HAVE DRAWN ATTENTION TO THE SOVIET NAVAL PRESENCE IN THE OCEAN NOT BECAUSE WE SEE IT AS A DIRECT THREAT TO AUSTRALIA BUT BECAUSE WE SEE IT AS A DESTABILISING AND EXACERBATING DEVELOPMENT IN THE GLOBAL STRATEGIC PICTURE. WE SUPPORTED THE MODEST EXTENSION OF THE FACILITIES IN DIEGO GARCIA BECAUSE OF THE EXISTENCE OF THE VERY EXTENSIVE SOVIET FACILITIES IN BERBERA, AND THE OT INSIGNIFICANT ONES ELSEWHERE IN AND AROUND THE OCEAN. IF BOTH CAN BE REMOVED BY MUTUAL AGREEMENT,

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SO MUCH THE BETTER. AN INDIAN OCEAN ZONE OF PEACE IS AN OBJECTIVE WITH WHICH AUSTRALIA HAS SYMPATHY AND WE RECOGNIZE THAT THOSE WHO SPONSOR IT ARE CONCERNED WITH THE SAME END AS WE ARE, NAMELY, A STABLE PEACE IN THE INDIAN OCEAN. THE DEGREE OF COMPLEMENTARITY BETWEEN THE 2 APPROACHES WAS EVIDENT IN THE COMMUNIQUE THAT WAS ISSUED AT THE END OF THE INDONESIAN VISIT LAST OCTOBER WHEN IT SAID:

PENDING THE ACHIEVEMENT OF A ZONE OF PEACE, THE PRESIDENT AND THE PRIME MINISTER RECOGNISED THAT A BALANCE IN THE INDIAN OCEAN AT AS LOW A LEVEL AS POSSIBLE SHOULD MAKE IT POSSIBLE TO AVOID A COMPETITIVE ESCALATION OF FORCES.

WE BELIEVE THIS GETS IT RIGHT, END EXCERPTS

2. FULL TEXT OF ADDRESS TO FOLLOW BY POUCH.
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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: SPEECHES, FOREIGN POLICY POSITION
Control Number: n/a
Copy: SINGLE
Sent Date: 16-Mar-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment:
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Disposition Event:
Disposition History: n/a
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Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
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Legacy Key: link1977/newtext/t19770355/aaaabwkf.tel
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Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
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Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
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Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3096171
Secure: OPEN
Status: NATIVE
Subject: FONMIN PEACOCK'S FOREIGN POLICY ADDRESS
TAGS: PFOR, AS, (PEACOCK, ANDREW S)
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/31f280b7-c288-dd11-92da-001cc4696bcc
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